

Message Text

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ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 /026 W
-----129829 211734Z /43
O 211520Z APR 78
FM AMEMBASSY MEXICO
TO SECSTATE WASHDC IMMEDIATE 9680

C O N F I D E N T I A L SECTION 01 OF 03 MEXICO 06548

STADIS////////////////////////////////////

EXDIS

FOR DEPUTY ASSISTANT SECRETARY BUSHNELL

EO 11652: GDS
TAGS: MX, PEPR
SUBJECT: COMMENT ON INDIVIDUAL DRAFT LETTERS FROM VANCE
TO CABINET MEMBERS RE MEXICO

REF: MEXICO 06241

1. FOLLOWING ARE EMBASSY'S COMMENTS OR SUGGESTIONS
REGARDING INDIVIDUAL DRAFT LETTERS TO VARIOUS CABINET
MEMBERS:

A. LETTER TO LABOR SECRETARY MARSHALL

EMBASSY SUPPORTS LANGUAGE URGING EXAMINATION OF MIGRATORY
LABOR FLOW WITH VIEW TO ENSURING FULL AND PROMPT OPPOR-
TUNITY TO WORK LEGALLY IN THE U.S. WHERE THERE IS A
SHORTAGE OF AVAILABLE DOMESTIC LABOR. WE ARE SKEPTICAL,
HOWEVER, THAT REVIEW OF EXISTING H-2 PROGRAM WOULD CON-
TRIBUTE MUCH TO THIS OBJECTIVE. CURRENT H-2 PROGRAM IS
UNILATERAL AND NOT BILATERAL IN NATURE, THEREBY HAVING
DISADVANTAGE OF NOT COMMITTING MEXICO TO COOPERATIVE
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POSTURE ON MIGRANT WORKER ISSUE. MOREOVER, IT IS
EMBASSY'S UNDERSTANDING THAT CURRENT H-2 PROCEDURES ARE SO
COMPLICATED AS TO ELIMINATE THE POSSIBILITY THAT THIS
PROGRAM CAN FULLY MEET AND ASSESS REAL DEMAND FOR FOREIGN
LABOR, AND THAT H-2 PROGRAM WAS NEVER INTENDED FOR SUCH A
PURPOSE. SINCE AUGUST 4 ANNOUNCEMENT THAT USG WOULD REVIEW
H-2 PROGRAM WITH A VIEW TO ITS POSSIBLE EXPANSION, WE

UNDERSTAND THAT THE SMALL, EXISTING PROGRAM HAS BECOME EVEN SMALLER. AT A MINIMUM WE BELIEVE DEPT. SHOULD SUGGEST NEED FOR FULL EVALUATION OF U.S. REQUIREMENTS FOR FOREIGN LABOR AND CONSIDER CHANGES IN H-2 PROCEDURES THAT WOULD PLACE GREATER RESPONSIBILITY ON LABOR DEPT. FOR ASSISTING EMPLOYER IN FILLING LABOR NEEDS AT MINIMUM WAGE AND WITH LEGALLY REQUIRED WORKING CONDITIONS GUARANTEED. ONE POSSIBILITY WOULD BE FOR DEVELOPING SYSTEM WHEREBY EMPLOYER WOULD ADVISE LABOR DEPARTMENT OF MANPOWER REQUIREMENTS, AND IF LABOR DEPT. USING UNEMPLOYMENT ROLLS, ETC., CANNOT PROVIDE WORKERS, THEN EMPLOYER WOULD BE EMPOWERED TO BRING THEM IN UNDER SOME KIND OF TEMPORARY WORKER PROGRAM.

WITH RESPECT TO BEST MEANS OF ENFORCING LABOR STANDARDS, WAGES, HOURS, AND SAFETY MEASURES, DEPARTMENT MAY WISH TO ENCOURAGE LABOR DEPT. TO EXPLORE POSSIBILITIES FOR CREATION OF AN EFFECTIVE SYSTEM THAT WOULD REDUCE, IF NOT ELIMINATE, EMPLOYER EXPLOITATION OF UNDOCUMENTED FOREIGN WORKERS AND HELP PROTECT THEIR HUMAN RIGHTS. EMBASSY CANNOT FROM HERE PROPOSE SPECIFIC LINES ALONG WHICH EXPLORATION SHOULD PROCEED, BUT SEES CLEAR SIGNS THAT ALLEGED VIOLATIONS OF HUMAN RIGHTS OF UNDOCUMENTEDS BY EMPLOYERS AND BY FEDERAL, STATE AND LOCAL LAW ENFORCEMENT OFFICIALS IS GOING TO BE GIVEN INCREASING ATTENTION BY GOM OFFICIALS AND PUBLIC OPINION, AS WELL AS BEING TAKEN CONFIDENTIAL

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UP BY CHICANO AND OTHER GROUPS IN U.S. WE REALIZE QUESTION OF "RIGHTS" OF PERSONS WHO HAVE ENI343\$ 7.7 . WITHOUT DOCKOENTATION HJI LEGAL AS WELL AS POLITICAL RAMIFICATIONS IN U.S., BUT BELIEVE WAYS OF IMPROVING THEIR SITUATION BY MEANS OTHER THAN TRADITIONAL LAW ENFORCEMENT MEASURES SHOULD BE EXAMINED. THE BASIC POINT IS THAT REGARDLESS OF HOW A PERSON ENTERS THE UNITED STATES, WE BELIEVE THAT AMERICAN FOREIGN POLICY INTERESTS REQUIRE THAT WE DEVISE MORE EFFECTIVE MECHANISMS TO ASSURE FAIR TREATMENT UNDER OUR EXISTING LAWS.

B. LETTER TO ATTORNEY GENERAL BELL

EMBASSY IS SKEPTICAL THAT GOM WILL BE DISPOSED TO COOPERATE WITH USG IN INSURING THAT ILLEGAL MIGRANT REMAINS IN MEXICO. AS DEPT. AWARE, GOM HAS CURRENTLY TAKEN POSITION THAT IT CANNOT BY LAW CONTROL MOVEMENT ITS OWN PEOPLE. WE ARE NOT AWARE OF "INTERESTING" INS IDEAS ON THIS SUBJECT, BUT CERTAINLY WOULD APPRECIATE OPPORTUNITY TO REVIEW THESE ASAP.

WITH REGARD TO LAW ENFORCEMENT, WE SUPPORT IDEA OF

FURTHER COOPERATION BETWEEN STATE AND LOCAL OFFICIALS ON BOTH SIDES OF THE BORDER BUT CAUTION THAT EXCESSIVE PUBLIC ATTENTION TO MEXICAN COOPERATION ON LAW ENFORCEMENT COULD GENERATE DOMESTIC POLITICAL SENSITIVITIES HERE AND RESULT IN MEXICO BACKING AWAY FROM OVERT COOPERATION. ONCE JUSTICE DEVELOPS PROPOSALS IN THIS AREA, THESE COULD BE TESTED INFORMALLY WITHIN CONSULTATIVE MECHANISMS, BUT WE SHOULD NOT ASSUME THAT MEXICO WILL OPENLY AND PUBLICLY COOPERATE ON LAW ENFORCEMENT.

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ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 /026 W
-----129090 211735Z /53
O 211520Z APR 78
FM AMEMBASSY MEXICO
TO SECSTATE WASHDC IMMEDIATE 9681

C O N F I D E N T I A L SECTION 02 OF 03 MEXICO 06548

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FOR DEPUTY ASSISTANT SECRETARY BUSHNELL

SINCE NARCOTICS PROGRAM IS INTERAGENCY EFFORT DIRECTED BY STATE, NOT JUSTICE, RECOMMEND DELETION OF "YOUR" BEFORE "NARCOTICS COOPERATION." TALK OF WORKING GROUP INVOLVEMENT IN INCOME SUBSTITUTION IS MOST DANGEROUS SINCE MEXICANS HAVE CLEARLY INDICATED THEY DO NOT WANT USG ASSISTANCE. THEY HAVE ON TWO OCCASIONS ACCEPTED USG OFFER TO SOLICIT UNFDAC (UNITED NATIONS FUND FOR DRUG ABUSE CONTROL) CONTACT WITH MEXICO BUT, TO EMBASSY'S KNOWLEDGE, UNFDAC HAS NOT CONTACTED GOM. REMOTE SENSING POTENTIAL FOR NON-NARCOTICS USES IS ALREADY IN ADVANCED DISCUSSION STAGE BETWEEN EMBASSY AND GOM, TO POINT THAT GOM IS ALREADY AHEAD OF USG. WE SUGGEST THAT LETTER ASK ATTORNEY GENERAL TO REVIEW EXISTING JUSTICE ACTIVITIES AND STAFFING IN MEXICO TO DETERMINE HOW OUR NARCOTICS PROGRAM COULD BE STRENGTHENED FOR LONG-TERM IMPROVEMENTS IN MEXICAN CAPABILITIES, WITH A VIEW TO PUTTING MORE OF THE ENFORCEMENT PROGRAM ON THE MEXICANS WHO HAVE INDICATED

A WILLINGNESS IN OTHER ASPECTS OF THE PROGRAM TO CARRY
AN INCREASING SHARE.

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C. LETTER TO TRANSPORTATION SECRETARY ADAMS

NO SPECIFIC COMMENTS.

D. LETTER TO EPA ADMINISTRATOR COSTLE

NO SPECIFIC COMMENT EXCEPT TO NOTE THAT MANY OF THE
SUGGESTIONS CITED FOR WORKING GROUP CONSIDERATION ARE
ALREADY BEING HANDLED COOPERATIVELY BETWEEN EPA AND STATE.

E. LETTER TO SPECIAL TRADE REPRESENTATIVE STRAUSS

THE AGREEMENT MENTIONED ON PAGE 2 SHOULD BE CALLED
"BILATERAL TRADE AGREEMENT."

ON BOTH PAGE 2 AND PAGE 3, REFERENCES ARE MADE TO THE NEED
FOR STR TO DEVELOP CONSTRUCTIVE PROPOSALS AND IDEAS CON-
CERNING U.S./MEXICAN TRADE. STR IS A NEGOTIATING AND
COORDINATING BODY AND THE PROPOSALS AS CITED IN THE LETTER
WOULD GENERALLY COME OUT OF STATE, LABOR, COMMERCE, ETC.
STR WILL COORDINATE THESE. HAS TEXT OF THIS LETTER BEEN
CLEARED IN STATE, PARTICULARLY EB/OIT?

F. LETTER TO AGRICULTURE SECRETARY BERGLAND

GIVEN CURRENT MOOD OF FARM COMMUNITY
IN U.S., EMBASSY SUGGESTS THAT FIRST PARAGRAPH, PAGE 3,
BEGINNING WITH "YOUR WORKING GROUP" AND ENDING WITH
"COFFEE AND OTHER TROPICAL PLANTS" BE DELETED AND THE
FOLLOWING LANGUAGE BE SUBSTITUTED IN ITS PLACE.

- SINCE THIS WOULD BE A TWO-WAY TRADE, A STUDY
OF THE TRADE BARRIERS OF BOTH COUNTRIES WOULD
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BE IN ORDER. YOUR WORKING GROUP MIGHT ALSO
EXAMINE POSSIBLE NEW COOPERATIVE APPROACHES
TO MEETING THE TECHNICAL AND SANITARY REQUIRE-
MENTS AFFECTING THE FLOW OF AGRICULTURAL
PRODUCTS BETWEEN THE TWO COUNTRIES. A POSSIBLE
AREA OF OPPORTUNITY WOULD BE FURTHER COOPERA-

TION WITH MEXICO ON DRY LANDS AGRICULTURE AND PROGRAMS TO COMBAT DESERTIFICATION. WE ALSO SEE OPPORTUNITIES FOR BROADENED COOPERATION IN RESEARCH ON ANIMAL HEALTH AND DISEASES AND PESTS AFFECTING COFFEE AND OTHER TROPICAL PLANTS. THE MEXICANS HAVE ALSO INDICATED AN INTEREST IN DEVELOPING THE RURAL ECONOMY WITH THE ASSISTANCE OF FOREIGN PRIVATE SECTOR CONSULTANTS. YOU MIGHT WISH TO EXAMINE THE EXTENT TO WHICH USDA CAN FACILITATE SUCH CONTACTS.

G. LETTER TO ENERGY SECRETARY SCHLESINGER

NO SPECIFIC COMMENTS.

H. LETTER TO TREASURY SECRETARY BLUMENTHAL

IN ADDITION TO SUGGESTIONS LISTED, EMBASSY RECOMMENDS THAT TREASURY ALSO EXAMINE GOM CONCERNS WITH U.S. LEGISLATION ON IFI'S AND OTHER MATTERS RELATING TO IFI'S. ALSO, AS PART OF AN INTERAGENCY COORDINATING MECHANISM, WE BELIEVE THAT TREASURY AND OTHER AGENCIES WOULD ALSO WANT INPUT INTO TRADE POLICY AND OTHER MATTERS JUST AS STATE AND OTHER DEPARTMENTS WOULD WANT INPUT INTO SUBJECTS OF TREASURY CONSIDERATION.

I. LETTER TO SECRETARY OF COMMERCE KREBS

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ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 /026 W
-----129838 211735Z /43

O 211520Z APR 78
FM AMEMBASSY MEXICO
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C O N F I D E N T I A L SECTION 03 OF 03 MEXICO 06548

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FOR DEPUTY ASSISTANT SECRETARY BUSHNELL

NO SPECIFIC COMMENTS.

J. LETTER TO SECRETARY BROWN

IN A GENERAL SENSE, ANY U.S. MILITARY INITIATIVES TO STRENGTHEN RELATIONS WILL HAVE TO BE TEMPERED BY THE MEXICAN SPIRIT OF NATIONALISM AND INDEPENDENCE. 5 ATTEMPTS TO STRENGTHEN THE JOINT MEXICAN-UNITED STATES DEFENSE COMMISSION WOULD ALMOST CERTAINLY RECEIVE LITTLE, OR EVEN NEGATIVE RESPONSE FROM THE MEXICANS, UNLESS THAT ENTITY'S PURPOSE WERE CAREFULLY ATTUNED TO CURRENT POLITICAL REALITIES AND SENSITIVITIES. NEVERTHELESS, STEPS CAN BE TAKEN WHICH WOULD WORK TOWARD THE MAIN GOAL AND ALSO WHICH WOULD PROBABLY BE ACCEPTED BY THE MEXICANS. SPECIFICALLY, THE SECSTATE PROPOSAL TO RESHAPE AND INCREASE THE TRAINING AND EXCHANGE PROGRAMS WHICH DOD NOW CONDUCTS WITH THE MEXICAN MILITARY SEEMS TO BE THE APPROACH WHICH PROMISES THE BEST RESULTS. MOVES TO INCREASE SECURITY ASSISTANCE PROGRAM FUNDS TO PROVIDE MORE ENGLISH LANGUAGE AND OTHER TRAINING WOULD BE MOST APPROPRIATE. BROADER INTERCHANGES IN THE MORE TECHNICAL
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MILITARY FIELDS OF MEDICINE AND ENGINEERING WOULD BE CONDUCIVE TO TECHNOLOGICAL TRANSFER AND BETTER RELATIONSHIPS, AS WELL. EXPANDING TO THE OTHER SERVICES THE U.S. ARMY WAR COLLEGE PROGRAM TO INVITE VISITING FELLOWS FROM MEXICO (AND CONTINUING THE U.S. ARMY WC PROGRAM) IS ANOTHER PLAUSIBLE MOVE. THESE AND OTHER STEPS MAY BE TAKEN IN A SLOW AND EVOLVING EFFORT WITHOUT TOUCHING MEXICAN SENSITIVITIES. LUCEY

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Message Attributes

Automatic Decaptioning: Z
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: CABINET, DIPLOMATIC COMMUNICATIONS
Control Number: n/a
Copy: SINGLE
Draft Date: 21 apr 1978
Decaption Date: 20 Mar 2014
Decaption Note: 25 YEAR REVIEW
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978MEXICO06548
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780171-0370
Format: TEL
From: MEXICO
Handling Restrictions:
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t19780431/aaaabaad.tel
Line Count: 313
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 7518efa9-c288-dd11-92da-001cc4696bcc
Office: ACTION SS
Original Classification: CONFIDENTIAL
Original Handling Restrictions: EXDIS, STADIS
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: EXDIS, STADIS
Reference: 78 MEXICO 6241
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 19 jul 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2893307
Secure: OPEN
Status: NATIVE
Subject: COMMENT ON INDIVIDUAL DRAFT LETTERS FROM VANCE TO CABINET MEMBERS RE MEXICO
TAGS: PEPR, PGOV, PSDC, MX, US, (VANCE, CYRUS R)
To: STATE
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/7518efa9-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014